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CLEARING THE HURDLES
ON THE FAST TRACK TO ECONOMIC RECOVERY



TABLE OF Contents

.....

FEATURES

7

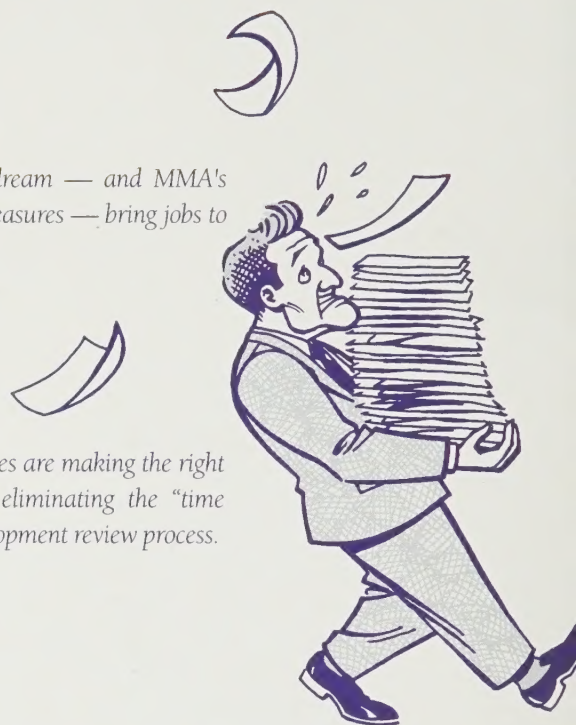
Fast Forward The Palladium Story *By Liz Guccione*

An entrepreneur's dream — and MMA's new streamlining measures — bring jobs to Ottawa.

14

What Goes Wrong and How to Fix It Streamlining Guidelines

Ontario municipalities are making the right decisions faster by eliminating the "time wasters" in the development review process.



DEPARTMENTS

4

UpDate Strategic Directions

18

Partnerships Transit-friendly Guidelines... Growth Through Cooperation

13

Conversations Dale Martin, Facilitator

20

Back of the Book Celebrate Ontario!...People and Places...Up and Coming... Outlook...Bookshelf...

17

Training and Education Living, Breathing, and Eating Planning Issues!

Community

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Articles in this magazine reflect the views of individual authors and do not necessarily reflect the opinion of the Government of Ontario. Readers should not act on information contained herein without seeking professional or other advice on particular matters which are of concern to them.



UP

Front

D A V E C O O K E

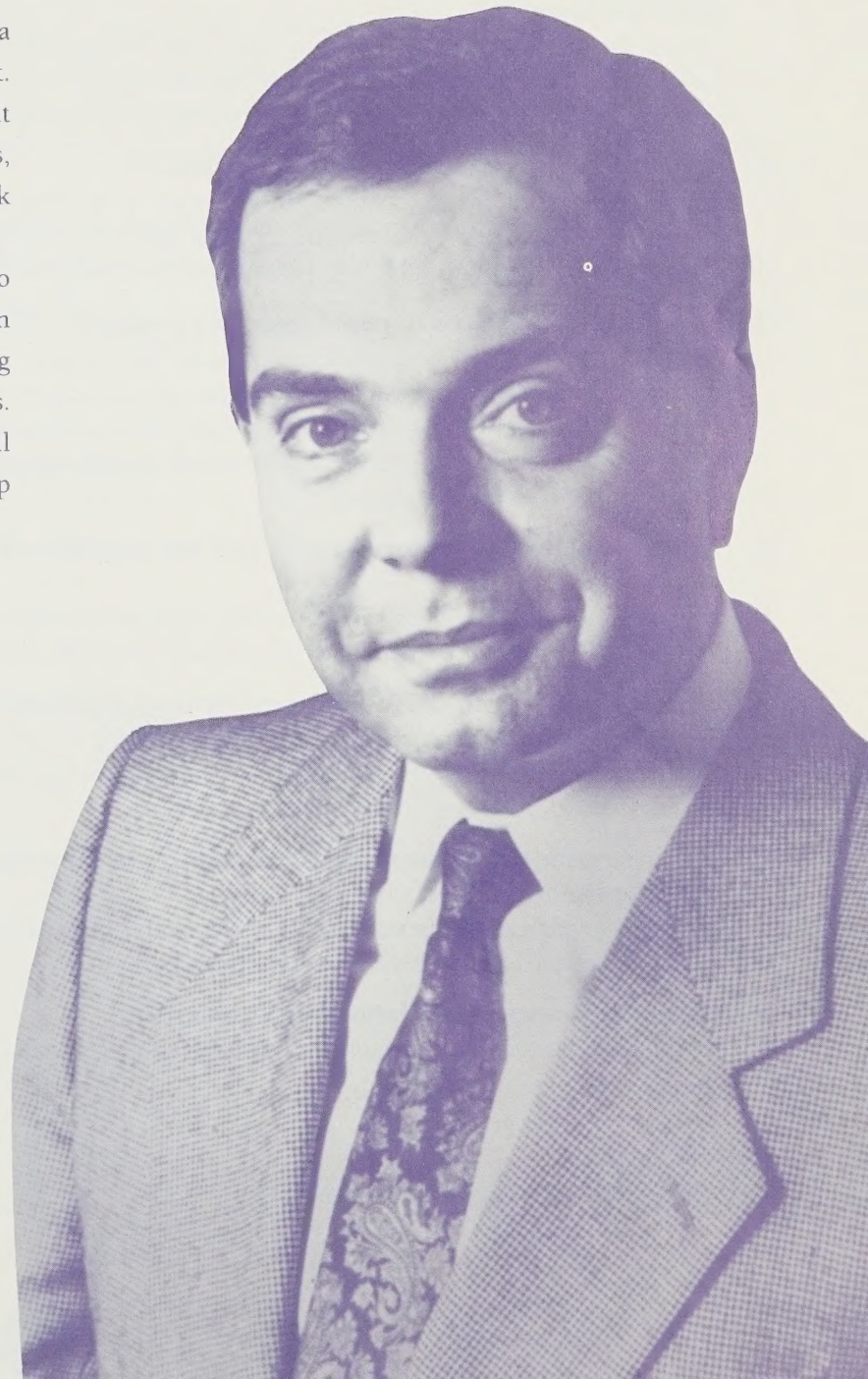
Minister of Municipal Affairs

It is a pleasure to appear on the opening pages of *Community*, the Ministry of Municipal Affairs' new quarterly. This magazine has evolved out of the ministry's carefully crafted strategic directions, out of a new emphasis on communication and consultation and a new commitment to talk — and listen — to our partners.

During the past two years, I have tried to approach my tasks keeping three things in mind: The role and authority of locally elected governments must always be recognized and respected. The provincial government has a responsibility to help ensure that municipalities have the tools they need to plan their futures. And, perhaps most important, if governments at all levels are going to overcome the economic and social challenges facing us in the '90s, we must work together as partners.

I believe we have made a good start during the past two years in establishing a relationship of trust and respect. As the provincial government continues with its ambitious, reform-minded agenda, I look forward to hearing from you.

I hope you will respond to what you read in this column and in these pages by sharing your views with other readers. In this way, *Community* will become a forum for partnership and understanding. ♦





Fair, Effective and Accessible Local Government

Last December the Ministry of Municipal Affairs released Open Local Government, a package of draft legislation designed to strengthen public trust in local government. Initiated in response to concerns expressed by councils, boards, and the public, the new legislation would limit the topics that could be discussed in closed meetings, require an open process for land sales, and amend the Municipal Conflict of Interest Act. Taken in its entirety, the proposal sets a higher minimum standard of performance for councils and local boards and their members.

Q. Does this legislation mean the province will become more and more involved in the day-to-day operations of municipal councils?

A. No. But the proposal does set a framework in which municipalities can conduct their business — with assurance to the public that these responsibilities are being carried out in an open manner. Many councils, it should be noted, already conduct their business in accordance with the proposed legislation.

Q. What has the response been to draft legislation?

A. The ministry has received more than 500 responses to the proposal, many of them positive about the draft legislation. Two areas drew the most response, however, and the most opposition: the proposed public disclosure of assets and liabilities; and the establishment of a Municipal Conflict of Interest Commissioner, funded by municipalities and local boards.

Q. If so many submissions opposed these two proposals, why were they suggested in the first place?

A. Disclosure of assets and liabilities, as many people have pointed out, is the cornerstone of a modern conflict of interest code. Up-front public knowledge of the financial interests of local decision-makers gives confidence to ratepayers that decisions are made in the public interest only. Establishing a Municipal Conflict of Interest Commissioner also addresses the problem of the elector bearing the cost of investigation and enforcement. In addition, an experienced Commissioner would be able to provide an expeditious settlement of problems.

Q. Isn't disclosure of assets inconsistent with the principles of the Municipal Freedom of Information and Protection of Privacy Act?

A. No. In fact, the Act specifically recognizes that there are instances where a municipality or local board is required by law to collect and disclose personal information for the purposes of public record.

Q. What is happening to the responses to the draft legislation?

A. A provincial-municipal working group is reviewing both the draft legislation and the issues raised in the submissions. The group is made up of representatives from the Association of Municipalities of Ontario, the Association of Francophone Municipalities, school trustees, and utility commissioner associations.

Q. Is it reasonable to assume there will be changes to the proposal as a result of this review of the responses to the draft legislation?

A. The minister has said that he wants a fair and workable piece of legislation, and he has indicated that a number of issues identified in the submissions can be resolved by working together.

Q. When can we expect legislation to go forward?

A. The minister has said that he intends to have the new legislation on Open Local Government in place before the 1994 municipal elections. ♦

*Peter-John Sidebottom
Senior Policy Advisor, Local Government Policy Branch*



Good Planning

GROWTH AND SETTLEMENT POLICY GUIDELINES

The way in which Ontario communities plan and accommodate growth — and the land use patterns that result — can have profound economic, environmental, and social effects on all of us. The Commission on Planning and Development Reform in Ontario, under the leadership of John Sewell, is in the process of province-wide consultation on these major planning and policy issues.

Obviously, however, planning and development will continue in Ontario as the Commission completes its mandate and as changes to the planning system are put into place. During this time, many new official plans and major official plan amendments will proceed. The province has an obligation, as do the other levels of government, to do its part in ensuring that effective land use planning is carried out, using the best information available.

With this in mind, the province recently released its *Growth and Settlement Policy Guidelines* * — a document which presents a framework of principles and policies on key growth issues. These policy guidelines are now being used by the plan review ministries during their review of plans and development proposals. The guidelines are intended to provide consistent, up-front direction to municipalities, planners, developers and the public. This will contribute to speedier decision-making in the land use planning process, a key component of the government's overall strategy to support economic recovery in the province.

The policies contained in the Guidelines represent the government's existing practice and current thinking on such issues as defining settlement areas, intensification, servicing, and transportation. They are based on the principles that growth and development should be encouraged, and that they need to be planned in a manner that is both environmentally and economically sound.

Essentially, this means a greater emphasis on directing urban development to the already built-up areas of the province and away from significant environmental or resource areas. It also means servicing growth with existing infrastructure and facilities wherever possible. Where this is not possible, growth needs to be planned in a way which maximizes the efficiency of new services, not in a way that makes them more costly and difficult to provide.

The Commission on Planning and Development Reform is continuing its consultation on planning policy issues. The result of this process may be new policies which will replace these Guidelines. Nevertheless, the Commission supports the release of the Guidelines as a means of providing needed direction in the current planning process. ♦

Scott Thompson,
Senior Planner, Municipal Planning Policy Branch

Comments on what a new planning system should be and the policies needed to support it should be directed to the Commission on Planning and Development Reform; 180 Dundas St. W., 22nd Floor; Toronto, Ontario M5G 1Z8 Telephone 1-800-267-4317

❖ See Bookshelf (p. 22)



Stronger Provincial/Municipal Relationships

For information about the work being carried out by the province and the municipalities to disentangle their roles and clarify their responsibilities, see *Update on Disentanglement*, the newsletter published by:

Provincial-Local Relations Secretariat
777 Bay Street, 29th Floor
Toronto, Ontario M5G 2E5

Tel: (416) 585-7320

FAX: (416) 585-7332



Community Development

See future issues of *Community* for articles on community development being carried out in Ontario municipalities.

IN Short

.

E C O N O M I C R E C O V E R Y

When Municipal Affairs Minister Dave Cooke announced his ministry's new initiatives for economic recovery on

April 9, 1992, he was announcing at the same time that the Government of Ontario was tackling — head on — two major problems.

The first problem was new — and urgent. The recession had had a devastating impact on Ontario, and nowhere were the results of that recession more dramatic than in the building industry. More than 70,000 jobs were lost in 1991, 21 percent of the construction labour force. Encouraging the industry would give a much needed boost to Ontario's economy.

The second problem was more long standing — but also important. Over several decades of unprecedented growth in Ontario, a complicated system of approvals for new development had evolved — a system that was “too long and too confusing,” said Cooke. “And it is costing us jobs.”

His ministry's initiatives were designed to speed up the development review process, said Cooke. They represented “a quicker, smarter way” to react to good development projects that can stimulate the economy and create jobs — without compromising the principles of good planning or environmental protection.

BUILDING ON SUCCESS

THE INITIATIVES

The Provincial Facilitator

- Speeds up approvals process on vital priority projects
 - Resolves competing provincial mandates.
 - Identifies resources and decisions needed to accelerate project completion.
 - Builds communication links between provincial government, municipalities, and special interest groups.
- (See “Conversations with Dale Martin,” p. 13)

Priority Projects: The Criteria

- Projects should:
- Be “ready to go”: Servicing and financing in place, and local land use approvals secured.
 - Generate employment.
 - Not have negative impact on environment.

Ontario Municipal Board

- Additional resources provided to the OMB to help manage its heavy caseload, reduce the extensive backlog, and cut the waiting period for a hearing before the Board from 15 - 18 months to six - nine months.

Core Teams

- Made up of representatives from provincial ministries involved in development application review. Eight teams cover the province geographically, each chaired by a Ministry of Municipal Affairs staff member.
- Work together to speed up decisions on major projects.
- Prepare coordinated provincial positions on new official plans.
- Clear up backlog of applications already in the development review system.

Streamlining Guidelines

- A set of practical tips, recommendations, and techniques for streamlining the review process for developers, review agencies, and municipalities. (See “What Goes Wrong & How to Fix It,” p. 14)

Clarifying Policies, Standards, and Requirements

- Review agencies will release guidelines that spell out interests and requirements, letting municipalities, developers, and the public know, up front, the “rules of the game” for development proposals and official plans. (For MMA's new Guidelines, see p. 5)

F

or the mayor of Kanata,



the Ottawa

Senators' new hockey arena was already building on success before the first backhoe broke the ground.

For the inhabitants of her recession-hit city — a restaurant owner,



a social worker,



a deli operator,



and the owner



of a small business — the building of the Palladium

was nothing but good news. And for Municipal Affairs Minister Dave Cooke,



the Palladium was

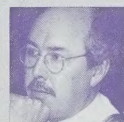
the first shining success story in his ministry's plan to streamline the development approvals process — part

of the province's plan to create jobs and release billions of investment dollars into a reeling Ontario

economy. What did it take to get the final approvals for this mammoth development project — without

compromising the quality of the review process or the impact on the environment? It took the good offices

of a provincial Facilitator,



a Core Team led by a planner from Municipal Affairs,



the

determined dream of an Ottawa entrepreneur,



and the hard work of a regional planner



Building the Ottawa Palladium will generate more than 2,000 jobs and \$200 million in construction

expenditures in Ontario over the next two years.

And it's only the beginning.

last forward

An entrepreneur's dream to bring back a hockey team that disappeared 60 years ago has brought new economic hope to the Ottawa region — along with thousands of jobs and millions of dollars in construction expenditures. It will also lead to a bounty in taxes and new investment for the small Ontario city where the hockey arena will be located.

And along the way, the new Palladium has become the first test case for the Ministry of Municipal Affairs' new streamlining measures — in a drive to accomplish in two months what normally takes two years . . .

The Palladium Story

.....
By Liz Gucionne

The dream began more than five years ago in conversations Bruce Firestone had with friends. "The Ottawa Senators were gone in 1934, in the middle of the Great Depression," said Firestone, who is chairman of Ottawa-based Terrace Investments Limited. "I became committed to bringing them back."

By December 1990, Firestone had made a formal bid for an NHL franchise. His loyalty to the city where he was born was repaid immediately — with record breaking results.

"We sold more season tickets for more money in a shorter period of time than any expansion franchise had ever done before in any major sport — 10,500 tickets in 10 days," said Firestone. "Once we knew Ottawa was behind us, there was never any question of backing away from the project."



Bruce Firestone

... **Well**, maybe just once, Firestone admits today. The site for the new arena, to be called the Palladium, was located on a piece of agricultural land about 25 kilometres west of Ottawa near the city of Kanata. The application to change the site's official plan designation to "urban area" led to a lengthy hearing before the Ontario Municipal Board. At one point during the hearing, Firestone recalled, "I told my lawyer we would lose it."

But the OMB's final decision, on August 28, 1991, was in favour of Terrace. The Palladium — with 18,500 seats, a hotel, and retail space — could be built, the Senators returned to Ottawa ... and the dream realized.

And then reality set in.

The final OMB Order would not permit construction until 102 conditions were met — to

the satisfaction of the Regional Municipality of Ottawa-Carleton, the city of Kanata, and the provincial review agencies. The conditions ranged from financing and construction of roads, restocking fish habitats, and planning for stormwater management, down to the naming of individual streets and the location of fire hydrants.

By the end of March 1992 — six months after the OMB had decided in favour of Terrace — 86 major approvals were still outstanding. And Terrace was in a bind.

The entire project would not be economically feasible unless the team could move into the new Palladium by September 1994. And that meant construction had to begin by July 1, 1992.

"Getting approvals for the Palladium could have been a disaster," said Ian Rawlings, Terrace's building consultant. "Let's be honest about the current review process, and tell the absolute, unmitigated truth — and then get on with finding a way for it not to happen."

A way for the "disaster" not to happen had already been found. The Ottawa Palladium would become the first test case of the new streamlining measures just announced by Municipal Affairs Minister Dave Cooke on April 9.

Dale Martin, the newly appointed provincial Facilitator, and the Eastern Ontario Core Team, chaired by MMA Senior Planner Barbara Konyi, would have to see the approvals for the Palladium project through to completion — accomplishing in two months what could normally take two years.

• Tuesday, April 28

Dale Martin chairs a half-day meeting between the Ministry of Transportation and Terrace Investments on financing arrangements for the interchange Terrace will build — and pay for — on nearby Highway 417. A secretary enters changes as discussions proceed, and participants leave the meeting with a final document — signed, sealed and delivered.

• Wednesday, April 29

Core Team members from seven provincial ministries, joined by Dale Martin, arrive in Ottawa for their Palladium meeting. Four lists of requirements are presented: from the Core Team, the Region, Kanata, and Terrace Investments. At the end of the meeting, Terrace goes away with one final list, plus contact names and telephone numbers.

• Thursday, June 11

A second and final meeting is called for everyone involved with the Palladium. The deadline is tight: all letters of clearance will have to be in by the following Friday, June 19, if construction is to begin by July 1. Dale Martin methodically checks off all approvals still outstanding.

• Wednesday, June 18

Andrew Hope, the planner with the Region who has been working on the project since day one, begins to draft a long letter telling the Ontario Municipal Board how all 102 conditions set for the building of the Palladium have been met.

• Monday, June 29

Groundbreaking ceremonies are held at the Palladium site. Dale Martin is presented with an Ottawa Senators' hockey jersey, his name in big red letters on the back.



Photographs: Frank Gunn

"How many people will be able to take advantage of the Palladium?" asks Andrew Hope. "Probably about a million plus, looking as far south as Kingston and Belleville and as far east as Cornwall."

But it was the projected economic impact — in a time of severe recession — that gave the Palladium project its real urgency. Over the two-year construction period, it's estimated that the Palladium will generate some 2,075 jobs and over \$200 million in construction expenditures.

Once completed and in operation, the Palladium complex will employ approximately 1,000 people directly, over 600 indirectly and another 600 part time.

In addition, the NHL franchise is expected to give the Ottawa area an estimated \$22.4 million each season in promotional benefits, and local tourism another \$11 million annually.

The economic benefits go far beyond on-site jobs and expenditures. Paul Douglas, vice president of PCL Constructors Ltd., the firm building the Palladium, thinks the project will have a positive effect across a wide swath of the building industry, from lumber companies and the side shops doing the mill work to aggregate and cement companies. "Some of the suppliers and workers will be coming from Toronto, for instance, and our steel will come from Hamilton," Douglas said. "But what this huge construction project will really do is create an atmosphere of optimism and spur investment."

Nowhere is that atmosphere of optimism more eagerly awaited than in Kanata, the city of 38,000 where the Palladium will be built. In the short run, building permit fees and development charges will bring \$2 million to Kanata's cash-strapped city hall, where severe budget constraints have stretched resources and people almost to the limit. In the long run, the city expects to receive over \$700,000 annually in taxes from Palladium operations.

.....

"...what this huge construction project will really do is create an atmosphere of optimism and spur investment."

.....

But it's optimism that's most important right now in Kanata, which is dependent on the volatile high tech market. Behind the wide suburban streets and clipped lawns of this middle-class town, a lot of people are unemployed and in trouble. They hope that the construction of the Palladium — and the surge of confidence it will bring — will help to fill the city's empty office towers and bring back prosperity.



Chow Chong
Partner, Penidas Deli

Families that used to come into the Deli two or three times a week, come in now maybe once every three weeks. . . My two partners and I have been hoping to put in a bowling alley here, but banks in Kanata are afraid to invest, and we ourselves are waiting, too, not knowing whether it's a good time to invest. Putting in the Palladium will turn all of that around.

For many people in Kanata — restaurant owners, municipal employees,



Ruth Cameron
Owner, The Tea Room

Just in the past few months, our business has been down at least 30%. Because there're a lot of people out of work here — and other people are just more cautious, even when they look at a menu. I'm just happy to think about how much employment the Palladium's going to create for everyone around here.

Peggy Feltmate,
Executive Coordinator,
Community Resource Centre

Kanata is a lovely community — it's green and spacious, the houses are beautiful and the lawns are well kept. But when the recession came, a lot of people here lost their own businesses — and they don't qualify for unemployment benefits. And now they're in danger of losing their homes too. So, we're seeing a lot of family problems now — marital problems, separation, family violence. In the middle of all this, the Palladium has brought a ray of hope to this community.



John Hall
Owner, Hall Glass & Door Inc.

When I took over an existing business out here, everything was growing by leaps and bounds. Now a lot of us are struggling to survive. The Palladium will definitely bring more work to this whole area. It's going to put Kanata on the map, and give us a sense of identity — it's going to be "our" arena, our hockey team, Kanata's Palladium.



city politicians, tradespeople, computer specialists, lawyers, real estate salespeople, secretaries and carpenters —



Merle Nicholds,
Mayor, Kanata

Even before the groundbreaking ceremony for the Palladium, we've seen an incredible level of activity in Kanata. It's just a tremendous turnaround — because in the past year, there has definitely been a cash-flow crunch in this city. We've had to defer something like \$20 million in capital projects alone, and cut staff drastically.

But in the last two months, we've almost reached our projection for building permits issued for the entire year — something we never anticipated meeting when we set it.

The construction of the Palladium has given everyone confidence. And this is what everyone is saying: if the development community and financial community — and the provincial government — have the confidence that a project of this magnitude can go forward, then other projects can go forward, too.

— a parcel of land located on the western edge of the city has become their field of dreams.

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Conversations

with **Dale Martin**, Facilitator

There were rumbles of discontent in the development industry when Premier Bob Rae appointed you as provincial Facilitator last April because many developers believed you had an anti-development reputation.

The downtown developers were happy with my appointment. The redevelopment and infill developers were happy with my appointment. They've had considerable experience dealing with me as a city councillor in Toronto, and they knew it was bad development that I opposed, and not all development. The suburban developers were apprehensive, but in the end only those who want to depend on sprawl will not be happy.

We're in the midst right now of essentially redoing — of intensifying — the entire urban form. And if some developers still have the attitude that environmental concerns are inconsistent with their bottom line, that they can build subdivisions forever on septic tanks, we're doing them a favour by waking them up to the 20th Century.

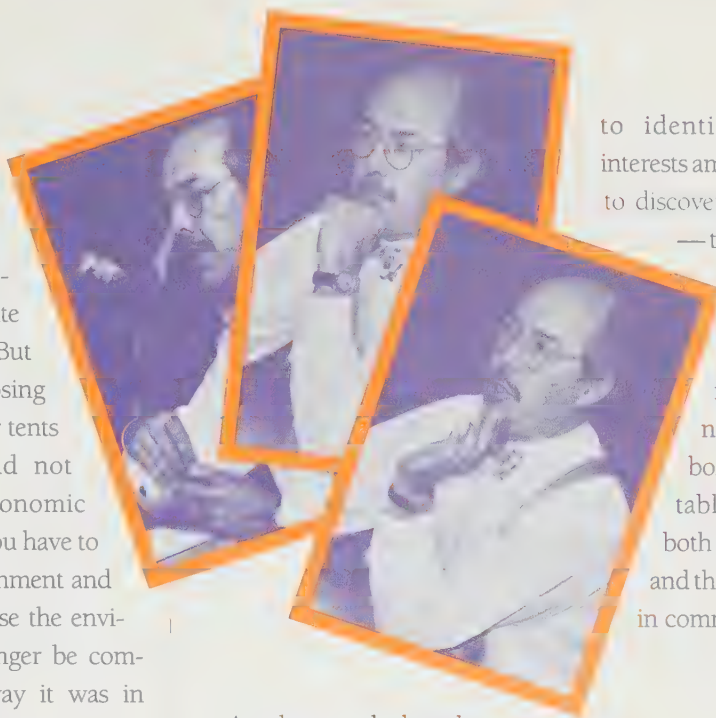
You're a member of the Centre for Green Industry. But many people would say that development and protection of the environment — like the words "green industry" — represent a contradiction in terms.

There has been a paradigm of decision making that puts any economic activity and the environment on opposite ends of the fulcrum. But unless we're proposing that we pack up our tents and go home, and not engage in any economic activity any more, you have to reconcile the environment and the economy. Because the environment can no longer be compromised in the way it was in the past. The long-term effects threaten even life on earth.

But in fact, it's easy to see how you can develop a strategy for economic development that not only is consistent with, but improves, the environment. That's possible, and that's the future.

Can you give me a concrete example of development, right now in the present, that improves the environment?

Development that fills in the urban frame, for instance, will improve the environment. It will make public transit economically feasible, and that leads to reduced emissions of greenhouse gases. It also leads to thriving local retail strips that allow people to walk to the corner store instead of driving, and to work and leisure activities near people's homes.



to identify the common interests among the parties and to discover the real concerns — the real bottom lines — that people have. Then you can start looking for solutions that are not necessarily in the box of solutions on the table, but that meet both their real concerns and the interests they have in common. ♦

Another good, though small, example: Because access to the new Palladium in Ottawa will require crossing the Carp River, the Fisheries Act requires that we double the fish habitat in this small stream. We will thus end up with a Carp River which has become a contributor to the ecosystem.

Since you've come on board in April, you've been able to wade into complex situations, rife with conflicting mandates and opposing points of view — and come up with workable solutions. What's the art of negotiation according to Dale Martin?

One thing that's inherent in the political system is that people often have positions that are very entrenched. And the worst thing you can possibly do initially in trying to negotiate a solution is to force people to salute one flag or the other. I think it's more useful

O N E

An entrepreneur presents a proposal to the local municipality for a major development project in a scenic area. Several months into the approval process, she learns that her redevelopment plans do not begin to meet current environmental standards for the property she has purchased.

The District Municipality of Muskoka has compiled an information database on lake capacities in the district, which is available to the public. The model, devised to maintain water quality in the lakes, is the basis for a clearly defined, specific policy which identifies the lakes where further development cannot occur — or the requirements for any new development on other lakes, such as increased frontages, building setbacks, and maintenance of vegetation.

Judi Brouse, Planning Department,
District of Muskoka, (705) 645-2231.

T W O

A site plan approval comes before city council and gets bogged down in site-specific, detailed technical questions. After weeks of political wrangling, council accepts the planning department's original recommendation not to waive any requirements for the site.

The city of Belleville has delegated site plan approval to the city Planning Department. The department no longer has to wait for a spot on city council's agenda, support staff don't have to reproduce reams of paper — and development is not postponed indefinitely, waiting for council to make decisions on mainly technical matters already covered off in local and provincial regulations.

Stewart Murray, Director of Planning,
City of Belleville, (613) 968-6481.

* See Bookshelf (p. 22)

Streamlining the way development is approved in Ontario doesn't mean compromising public input or ignoring the impact on our environment. What it does mean is making the right decision faster by eliminating "time wasters."

The Ministry of Municipal Affairs has just published *Streamlining Guidelines: The Development Review Process*,* with tips for municipalities, review agencies, and developers to speed up the whole process.

WHAT GOES WRONG



HOW TO FIX IT

In the meantime, municipalities across Ontario have already taken innovative steps to simplify and shorten the approvals process. Here are typical examples of what can go wrong in the system — and just a few of the places and people who have found ways to "fix it." ♦



FIVE

The various applications necessary for the approval of a subdivision enter the review process at different times: first the official plan amendment, then the subdivision application, and finally the zoning by-law application. Months pass while review agencies consider each stage of the proposal.

The City of Peterborough gives a complete package of information to everyone involved in the approval of a new subdivision, including the notice of the official plan amendment, all the particulars to do with implementation (such as proposed zoning regulations), and a complete copy of the subdivision plan. Peterborough then holds one consolidated, formal public meeting to hear comments and handle all approvals on the subdivision.

Because they have all the information before them at one time, the responses from the review agencies can be specific and detailed, and the concerns of the public are based on "real" plans and not on vague concepts or erroneous fears.

Malcolm Hunt,
Director of Planning and
Development,
City of Peterborough
(705) 742-7771

THREE

After an application has spent many months going through the approvals process, review agencies reject a complicated proposal for a development project because they are concerned that it may not meet agency criteria.

Erin Township organizes a "site walk-on" for all players involved in a major development in the township — proponent, Conservation Authority, and local and provincial review agency representatives. In the face-to-face meeting, the developer becomes more comprehensively aware of the requirements he must meet. And review agency representatives are better able to gauge the actual impact of the development on the issues that are important to their agencies.

Murray Clarke,
Clerk-Office Administrator,
Township of Erin,
(519) 855-4407.

FOUR

A large Canadian company jumps at the chance to buy riverfront property, with plans to relocate its head offices. After the company submits a development application, the property is flagged by a review agency as a potential site for Indian remains. The land must undergo archeological analysis — and the development is postponed.

The Regional Municipality of Waterloo has created a region-wide archeological master plan that identifies for proponents the sites in the region that contain important artifacts — or are potential sites of artifacts and thus require archeological analysis.

Scarlett Janusas, Archeologist,
Regional Municipality of
Waterloo, (519) 885-9794.

SIX

In reviewing development applications, a city's planning department must refer to an outdated official plan that reflects the status quo of 10 years earlier — and not current (or future) population and economic growth. Development proposals may pass local screening, but because they usually don't meet new environmental, social, or planning policies of review agencies, the proposals become bogged down in the approvals process.

The Regional Municipality of Halton is developing a "comprehensive planning process" that will incorporate all the factors involved in developing Halton's future: transportation, environmental assessment requirements, financial implications, retail and industrial activity, agricultural uses, and infrastructure — and what all this will look like. The completed plan will eliminate many of the exhaustive studies now required for development applications. Proponents will be able to design their proposals according to guidelines that cover everything from "bricks and mortar" to stormwater management planning.

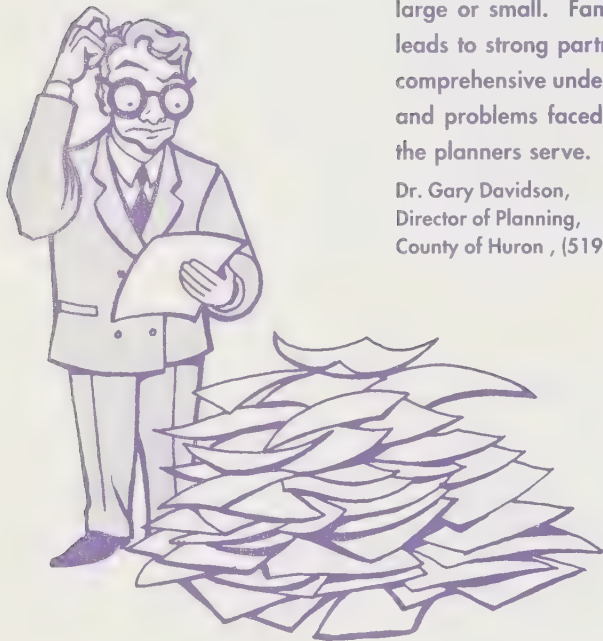
Dave McCleary,
Manager of Policy Planning,
Regional Municipality of Halton, (416) 825-6161, ex. 7207.

SEVEN

Frustration and confusion multiply when a developer contacts the local planning department about the status of her development proposal. Each time she calls, she talks to a different planner — and no one seems to know anything about her application.

Planners with the Huron County Planning Department are permanently assigned to particular municipalities within the county. Municipal officials and developers always know exactly whom to go to at the county level for any kind of planning problem, large or small. Familiarity on both sides leads to strong partnerships, as well as a comprehensive understanding of the needs and problems faced by the municipalities the planners serve.

Dr. Gary Davidson,
Director of Planning,
County of Huron, (519) 524-8394.



EIGHT

A developer submits two applications for a subdivision, one to the local municipality and one to the regional municipality. Review agencies are hit twice with two different applications for the same proposed development, time and resources are wasted — and neither the regional approval authority nor the municipality end up with the same comments from review agencies.

Developers in the Regional Municipality of Ottawa-Carleton submit only one application — a new, clearer, and “cleaned-up” form — to the local municipality, which then circulates the proposal and directly receives the comments of review agencies, with carbon copies going to the Regional Planning Department. The region still helps to negotiate problems, is responsible for granting formal draft approval, ensures conditions are cleared, and grants final approval.

Barry Edgington,
Director of Plans Administration Division,
Regional Municipality of Ottawa-Carleton, (613) 560-2053, ext. 1232.

NINE

Over the years, the number of review agencies on a planning department’s circulation list for development proposals seems to grow incrementally. Every application requires an enormous amount of paper, resources, and time to circulate.

The City of Sarnia Planning and Development Department periodically cuts down on the unnecessary circulation of development proposals. In consultation with the review agencies, the department identifies areas of interest and criteria the agencies themselves say are within their mandates — and thus does not send them proposals outside those mandates.

Jane Graham,
Commissioner of Planning and Development,
City of Sarnia, (519) 332-0330, ext. 299.

TEN

A development application leaves a municipal planning department, and several months later seems to have disappeared somewhere in the circulation rounds of the review agencies.

Oshawa’s Planning Department is designing a computerized system that will track development applications as they go through the approvals process. When it’s finished, the computer system will be accessible to anyone in the department and will tell exactly where any proposal is at any given moment, how long it’s been there, and what comments have already been made on the project. In the long run, the system will allow the Planning Department to do an analysis of the whole review process, showing where the bottlenecks are and, hopefully, helping to unplug them.

Sheila Glanfield,
Planning Department,
City of Oshawa, (416) 924-2566, ex. 676.

PLANNING IN ACTION

- Two municipal administrators who have no planning background
- Two successful interview sessions
- Provided the financial and land-use planning
- Winner of an award from Canadian Institute of Planners

For more information,
please contact:

Course Coordinator:
Planning in Action
Program Services Unit,
Ministry of Municipal
Affairs

(416) 393-0244

(800) 441-0300 ext. 200

Living, Breathing, and Eating Planning Issues!

Monday, April 27, 1992: (Six days before the course and counting...) I've discussed taking the **Planning in Action** course with council for several years now, but it has always been felt there was no need for me to attend. Ryerson does not have an official plan or a comprehensive zoning by-law, and until lately, we felt that our general standards by-law, drafted in 1987 and amended several times with minimal time and expense, suited our needs and was working well enough.

Recently, however, ever since the East Parry Sound Steering Committee was established to study planning issues (with the help of the Ministry of Municipal Affairs), council has become increasingly aware of the need to improve our planning functions. We've also seen the difficulties neighbouring municipalities have had in developing their official plans and zoning by-laws.

I want to take the course because I can see how complex, time-consuming and costly planning can be. During the mid-to-late '80s, the Parry Sound area was under tremendous pressure to develop, and many severances and subdivisions were processed. This relatively "quiet" economic period now is an ideal time for us to stand back and look at our municipality and decide what our future should be. Then, when the pressure to develop returns, Ryerson will be prepared.



Judy McCarty, centre, on site



The gang...

A week in the life of Planning in Action

Every year scores of municipal administrators attend the MMA Planning in Action course. This year, we asked Judy McCarty, Clerk-Treasurer of the Township of Ryerson, to keep a diary of her experiences at the course.

Ryerson Township, located in the scenic Parry Sound District, is only two hours away from Toronto — and because the beautiful Magnetawan River winds its way through the township, Ryerson's population — 531 — doubles every summer.

Wednesday, April 29: (Four days to go ...) Several questions fill my mind before the course begins. Why are so many small rural municipalities involved in complex planning issues? Why do we think our general standards by-law is working? What are we missing? Will I be able to handle the course? My knowledge of planning issues is so limited — how will I fit in with people from larger municipalities? Are planning policies developed for large urban centres necessarily suitable for very small rural areas?

— As a mother, do I want to spend an entire week away from my family?
(To be continued . . . page 23)

P a r t n e r

Ministries Get Together on Transit-Friendly Guidelines



When automobile ownership became widespread after the Second World War, many North American communities turned into places that facilitated the quick movement of cars—and discouraged public transit.

Today, however, there is an increasing concern with the environment—along with increasing pressure on municipal and provincial budgets. More and more attention has been focused on cost-effective, efficient transit services. Public transit not only leads to a cleaner environment, it also uses less space and, in the long run, less money.

And just as yesterday's planning decisions created the low-density suburban landscapes that facilitated the use of automobiles, communities today are beginning to realize that the planning decisions they make now can help to facilitate public transit. Planning that concentrates density along corridors, for instance, or designing buildings that are accessible from main streets, encourages the use of public transit—and makes it more economical for municipalities to provide.

Given the clear relationship between land use planning and public transit, the Ministry of Transportation approached the Ministry of Municipal Affairs with the idea of developing joint guidelines to help Ontario municipalities make transit-friendly planning decisions. Working together, the ministries established an interministerial steering committee, hired a consultant, and gathered

input from outside interest groups and associations.

The result of the partnership, "Transit-Supportive Land Use Planning Guidelines,"* was released in April and sent to all municipalities that deliver transit services, as well as to interested groups and individuals.

Summarizing the best available information on how communities can make planning decisions that facilitate public transit, the Guidelines often rely on simple common sense: Place buildings close to roads and transit stops. Put parking lots behind buildings. Provide good walking accessibility to main routes. Orient a variety of developments toward people on the street. And plan for the development of land so that people can live and work in the same community.

Will public transit ever replace the automobile? Not likely. But it has become increasingly clear that transit is an excellent way of pursuing the goals of sustainable development and a better urban environment. The "Transit-Supportive Land Use Planning Guidelines" have been designed to help Ontario municipalities reach those goals. ♦

*Raquel Cader, Planning Intern
Municipal Planning Policy Branch*

"So much of what is wrong in North America ... is wrong because we have done everything we could to make the automobile central to everyone's lifestyle... Until we reorient ourselves to public transit, we just can't talk about health care, or day care, or employment opportunities ... because access—physical, social and economic—is key to improving cities."

*Roberta Brandes Gratz, author,
The Living City, quoted in the Globe & Mail,
July 15, 1992.*

* See Bookshelf (p. 22)

r s h i p s

Growth Through Cooperation

THE GREATER QUINTE AREA ADVISORY COMMITTEE

The Greater Quinte Area (GQA), like many areas in Ontario, has been trying to capture growth in order to improve community economic well-being.

The GQA, located on the 401 corridor about 180 kilometres east of Toronto, is centred on the cities of Trenton and Belleville, and includes abutting townships and villages in Hastings, Northumberland and Prince Edward Counties—some 10 municipalities in total.

Unfortunately (like many other areas in Ontario), a number of these municipalities have been competing with each other for growth — with little recognition of the benefits to be gained through combining their efforts.

Competition, in fact, has been fierce, often with predictable results: unrealistic growth projections and the designation of growth areas far in excess of expectations; tension in the form of annexation pressures; objections to each other's future planned growth proposals; and demands for the establishment of new infrastructures to service the growth.

In 1991, in an attempt to foster greater inter-municipal cooperation and a better understanding of the issues affecting the region, the Ministry of Municipal Affairs approached four of the municipalities -- Belleville, Trenton, Sidney and Thurlow — with a proposal to undertake a Growth Management Study.

The results of the study, while not fully accepted by all of the municipalities, painted a clear picture of the current and future pressures on the region, brought a sense of realism to anticipated growth -- and suggested scenarios as to where the growth should occur.

The second, and perhaps more lasting, result came from the establishment of the inter-municipal committee which oversaw the Growth Management Study. Made up of the heads of council and chaired by the ministry, the committee has since been reconstituted on a permanent basis -- the Greater Quinte Area Advisory Committee.

After several meetings this year, the committee has already identified a list of issues for discussion and joint action: economic development, land use planning, environmental concerns and municipal structure. Currently the committee, which is advisory in nature, is looking at the possibility of an area-wide authority to coordinate water and sewer service.

Given the past history of the lack of cooperation in the area, the committee still has a long way to go toward effective cooperation on area-wide issues. Nevertheless, municipalities perceive the benefits of working together, and despite difficulties, are committed to making the approach work. ♦

*Paul Ross, Manager
Field Management Regional Office,
Kingston*

BACK OF THE Book

The City of Montreal hopes to shorten delays in the development approvals process, and thus lower housing prices, by developing a "one-stop counter" for issuing residential building and renovation permits. ❖ With its population rapidly expanding in the past few years, the District of Matsqui in British Columbia is speeding up the approvals process with separate approval tracks: one for simple, uncomplicated applications and another for development projects that are more complex or problematic. ❖ The City of Vancouver will use a computerized "expert system" to interpret building codes, make calculations and check plans — thus speeding up the task of

OUTLOOK: CANADA streamlining

reviewing and approving building permits.

❖ The Greater

Moncton (N.B.) Planning District Commission believes that the streamlining process the district is going through will probably lead to changes to the approval procedures contained in local statutes, including building, zoning, subdivision, and water and sewer by-laws. ❖ The Winnipeg Housing Rehabilitation Corporation negotiated with local authorities to allow for a "selective demolition process" to begin before construction drawings are submitted and a building permit issued for renovation projects — thus avoiding the costly delays and revisions to construction drawings that are normally done after selective demolition and before new construction can begin. ❖

Part of the national Affordability and Choice Today (A.C.T.) Program, which provides grants to municipalities, the building community, and non-profit housing associations to work together on regulatory reform projects. For more information, contact A.C.T. Program Coordinator, Federation of Canadian Municipalities, (613) 237-5221. ❖

PEOPLE AND PLACES

Joe Mavrinac, Mayor of **Kirkland Lake**, was elected new President of the Association of Municipalities of Ontario during the association's Annual Conference, held this year in Toronto, August 24 and 25. Mr. Mavrinac takes over from Helen Cooper, Mayor of Kingston, who was association president since August 1991.

James Gubinczki, Treasurer and Tax Collector for the City of **St. Thomas**, was named President of the Association of Municipal Clerks and Treasurers of Ontario at the association's annual meeting held in Toronto from June 21-24.

In July 1992, **James (Rusty) McDonald** was sworn into office as an Alderman for the City of **Chatham**, filling the seat left vacant by the death of Alderman Larry O'Rourke.



Carol Antle

What was one of the most important things that Carol Antle, Liaison Planner with MMA's Plans Administration Branch, learned in the last six months while she was writing, rewriting, consulting — and then rewriting — the Streamlining Guidelines? "Basically, that there's nothing secret or magic about the advice contained in the Guidelines," said Antle, who worked with Community on "What Goes Wrong & How to Fix It" (p. 14). "It's good common sense, a culmination of good ideas and sound management techniques from everyone involved in the planning process."

CELEBRATE ONTARIO

◆ Number of fairs, festivals, carnivals, celebrations, exhibits, parades, tournaments, challenges, tours and displays in Ontario municipalities during the month of October alone:

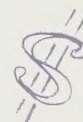
OVER
200



◆ **What Ontario is Celebrating — Fall '92:** toys and dolls and arts and crafts ... dogs and cats and horses music, theatre and dance ... pioneer history and native culture ... binder twine and split rails and chili ... grapes and wine ... pumpkins, potatoes and cranberries... and apples, apples, apples ...



- ◆ The world's biggest game preserve isn't in Africa. It's here in Ontario — the Chapleau Game Preserve.
- ◆ The largest freshwater beach in the world isn't in Australia. It's here in Ontario — Wasaga Beach.
- ◆ The world's only 1860s fife and drum drill isn't in Britain. It's in Ontario — the Fort Henry Guard in Kingston.
- ◆ The biggest reconstructed trading post in North America isn't in Kentucky. It's in Ontario — Old Fort William in Thunder Bay.



◆ Peak year in the affluent '80s for number of people travelling in Ontario: 1988.

- ◆ Travel expenditures in Ontario --- In 1981: \$8,537,000,000. In 1988: \$14,908,000,000. In 1991: \$17,574,000,000.
- ◆ Estimated number of "person trips" in Ontario — In 1981: 144,306,000. In 1988: 172,622,000. In 1991: 158,958,000.
- ◆ The "Economic Impact Model for Municipal Recreation" put out by the Ministry of Tourism and Recreation — complete with computer disk — showed several Ontario municipalities that every dollar they spend on recreation generates an additional 2 to 42 cents in the local economy — a multiplier effect ranging from 1.02 to 1.42.



- ◆ And every job in the area of physical recreation generates another .4 job in the community.
- ◆ For every dollar of production created in industries providing goods and services for physical recreation, another 60 cents of GDP (Gross Domestic Product) is created in other local industries — a multiplier effect of 1.6.



- ◆ Information from the Ministry of Tourism and Recreation: 1-800-Ontario — one of the busiest tourist telephone lines in North America.

FROM THE BOOKSHELF

Streamlining Guidelines: The Development Review Process *

Designed to help municipalities streamline their development approval procedures; help developers understand rules and requirements for approvals; and help review agencies to clarify their standards and requirements up front so they can respond faster to development proposals.

\$5.00

Provincial Financial Assistance to Municipalities, Boards and Commissions *

Outlines the wide variety of assistance programs available to municipalities, boards and commissions through the Ontario government, and identifies sources of additional information.

\$10.00

*Publications and guidelines listed in *Community* can be obtained by contacting:

Publications Ontario
880 Bay Street;
Toronto M7A 1N8.
Tel.: (416) 326-5300,
toll-free 1-800-668-9938.
Hearing-impaired (TDD):
(416) 325-3408,
toll-free 1-800-268-7095.

U P & C O M I N G

Regional Conferences, Field Management Branch, Ministry of Municipal Affairs. MMA's annual FMB Regional Conferences, held to provide a forum for the exchange of information on current provincial-municipal issues, are attended by municipal staff and elected officials, representatives from Municipal Affairs and other ministries, as well as consultants and other individuals with an interest in municipal government. For further information about conference agendas, speakers and workshops, please call the contact persons listed below.

GUELPH REGIONAL
CONFERENCE
Blue Mountain Resort
Collingwood

October 1

Contact: Bryan Issac,
Guelph Regional Office
(519) 836-2531
FAX (519) 836-8390

SOUTH-CENTRAL REGIONAL
CONFERENCE
Royal Connaught Hotel
Hamilton

October 28 and 29

Contact: Bob Maddocks,
Cambridge Regional Office
(519) 622-1500
FAX (519) 622-0994

EASTERN ONTARIO
REGIONAL CONFERENCE
(Kingston and Ottawa FMB
Offices)
Ambassador Motel
Kingston

October 7 - 9

Contact: Paul Ross,
Kingston Regional Office
(613) 545-4310
FAX (613) 545-4449
Shane Kennedy,
Ottawa Regional Office
(613) 239-1406
FAX 239-1418

SOUTHWESTERN REGIONAL
CONFERENCE
Best Western Lamplighter Inn
London

November 6

Contact: Lucille St. Onge,
London Regional Office
(519) 673-1611
FAX (519) 438-1678

FEDERATION OF ONTARIO COTTAGERS' ASSOCIATIONS

Fall Seminar
Sheraton Toronto East Hotel
& Towers
Highway 401 & Kennedy
Road
Scarborough
Theme: Financial Planning/
Recreational Boating/Lake
Stewardship/FOCA Cares
Time: Saturday,
November 28.
9 a.m.--1:00 p.m.
Contact: Federation office
(416) 284-2305

(continued from p. 17)

Sunday, May 3: *(The day arrives ... the course begins!) I arrive at the conference centre at 4 p.m.*

Gord Buckingham, the facilitator from the Ministry of Municipal Affairs, warms up the group in no time. The course materials are laid out in a clear, easy-to-follow format, but it sure looks like a full week! In fact, it looks overwhelming! How am I going to keep up?

.....

I also realize by now that people from small municipalities have no trouble sharing ideas: everyone has similar problems, only on a different scale.

.....

Monday, May 4: **Fran Aird, Clerk-Treasurer from Hope Township** — and the facilitator who presents the municipal perspective for the course — works with us to develop a job description for a typical municipal planning administrator, so we can see where our own jobs fit in. Next is a slide show called “Why Plan?”, which leads to a discussion of planning values. We break into groups to share ideas, review a planning report, and discuss planning issues like growth rates, health and safety, and “fairness.” By 3:30 p.m., however, I am feeling tired and a little lost, with lots of information to digest. The “Whine and Jeez” session that comes later in the afternoon — listening to everyone’s problems and

finding solutions — perks me up again. The group is made up mainly of clerk-treasurers, but it includes administrators, a building official and even a town councillor, and so perspectives on problems come from many different angles. In the evening we play “planning pictionary” — a hoot! But how do you draw a word like “inflation”?

Tuesday, May 5: **Today we discuss “the official plan” and how it’s linked to zoning by-laws** — very beneficial for a person like me from a small municipality with no official plan. I can see how the “tools” embodied in an official plan — especially the goals and objectives set for development — can help to guide Ryerson’s future.

After the dinner break — great food! — I suddenly realize this is only Tuesday and there has been so little time to collect my thoughts. The days are long and the course is intensive, but never boring. The relaxed, friendly atmosphere soon takes away any fears about “handling” the course.

I also realize by now that people from small municipalities have no trouble sharing ideas: everyone has similar problems, only on a different scale. And planning policies are not necessarily dictated by the needs of large urban centres; smaller municipalities can tailor official plans and zoning by-laws to meet their own needs.

Tuesday ends with the case study we’ll be working on for the next 24 hours. This will include a visit to a development site tomorrow morning, preparing a planning report for “council,” and a review of the

“facts” of the case. It’s a very informative session, presented by a consulting engineer and complete with aerial photographs viewed through stereoscopes, checklists for the site visit, and a reference manual for evaluating proposals.

Wednesday, May 6: **Up early and off to a site that has been proposed for development.**

We examine soil types, drainage, surrounding land use, road access — all the things we talked about last night. In the afternoon we prepare the planning report that will be presented to “council” this evening.

In fact, tonight’s “public meeting” is the highlight of the week — the presentation to “council,” attendance by an interested “public,” and the appearance of “Jocko McPherson, developer,” a role played by the consulting engineer.

Thursday, May 7: **It feels as though we’ve been living, breathing and eating planning issues!** This morning much of what we worked on all week is put into perspective: the importance of being well prepared for public meetings, and the need to have copies of the planning report available and a good

chairperson to conduct the meeting fairly. All of this gives credibility to the municipal planning administrator, to the council, and to the municipality.

Friday, May 8: **Today is wrap-up day. We cover the importance of keeping the planning process moving,** have a discussion about good record keeping, and share horror stories of lost (“temporarily misplaced”) documents and information. We have one last meal together, and then the group departs, hoping to meet again for Part 2 of Planning in Action next spring.

I feel at this point I can go back to Ryerson and apply, even if on a small scale, the principles that I learned here. I can take a closer look at planning issues like severances, for instance, and make better recommendations to council. It has been an extremely productive week for me, and, I believe, for the entire group — and I highly recommend the course.

And, oh yes ... as a mother, it was great getting away from laundry, housework, and cooking for an entire week! ❖



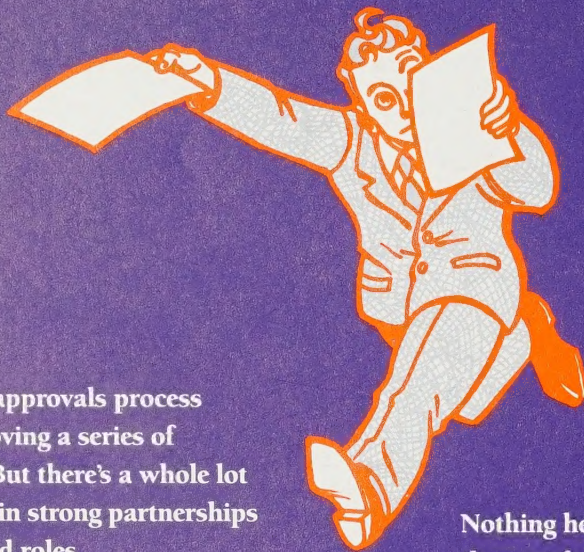
Site Visit

...one of the ways this government can help the building industry — and the people of this province — is to remove unnecessary obstacles that thwart good public and private development projects.

Dave Cooke
Minister of Municipal Affairs

Streamlining doesn't prejudice the approvals process, it just expedites it. The province was very determined to get the Palladium approved, but there was no policy by innuendo. Instead, ministries were asked to reinforce their commitment to policy, clarify what had to be done so development could go ahead — and then go for it.

Susan O'Brien, Planner
City of Kanata



Streamlining the approvals process depends on improving a series of technical things. But there's a whole lot to be gained, too, in strong partnerships and clearly defined roles.

Dave McCleary,
Manager, Policy Planning
Regional Municipality of Halton

Nothing helps developers more than telling them early on what the rules of the game are. Then they can design around or incorporate the features you think are important.

William Lambert,
Director of Planning
Regional Municipality of Waterloo

Those of us in government have to set our priorities and then we have to set our minds to achieving them in a timely fashion. When we let development applications languish, we are telling business that we are not interested.

Andrew Hope,
Planner
Regional Municipality of
Ottawa-Carleton

The key word to streamlining is predictability: if people know what to expect, then they get a sense of a stable process, a confidence in the system, a feeling that the rules won't change.

Tom Gutfreund,
Municipal Adviser
MMA, Field Management Branch